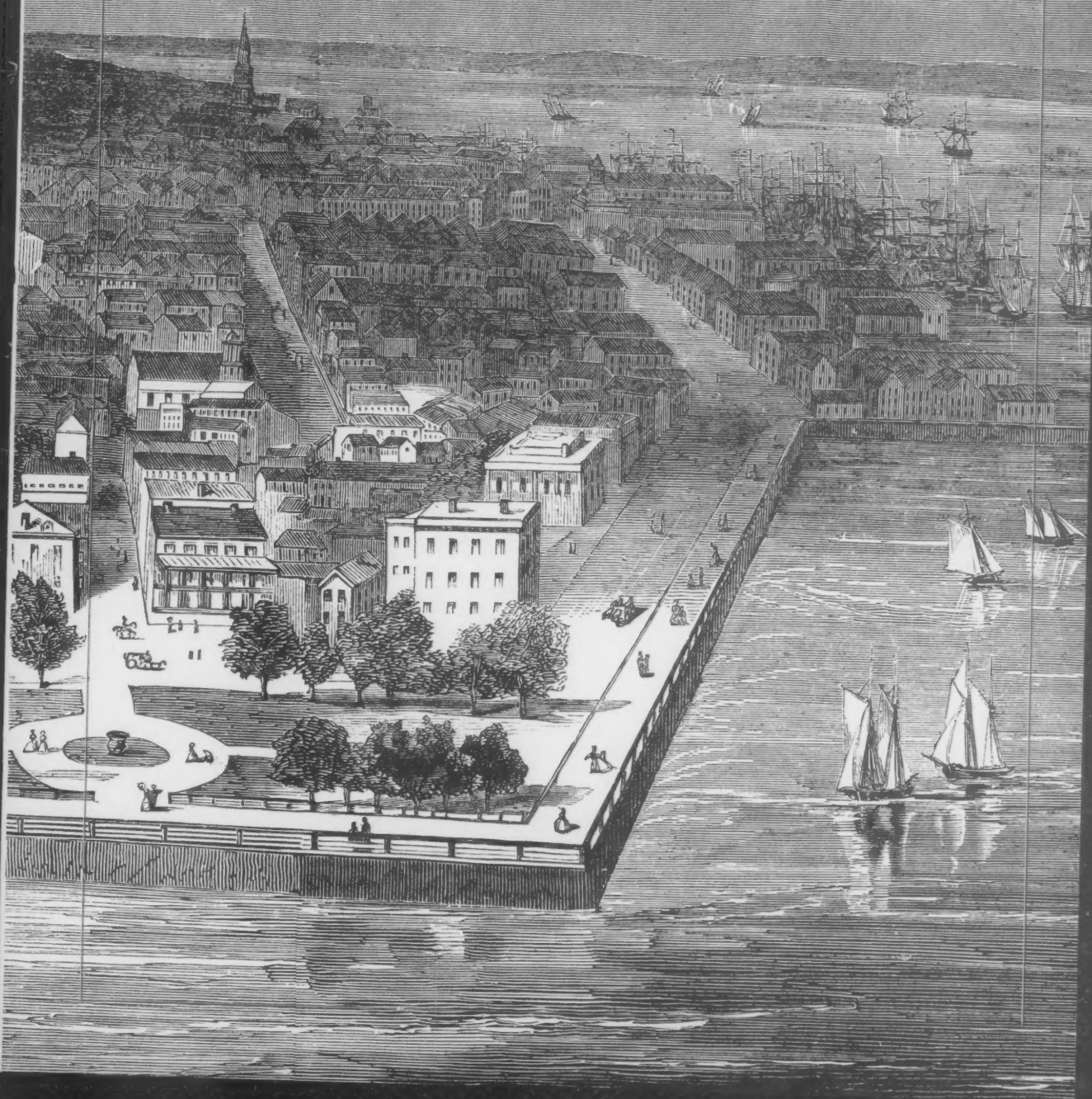


hudChallenge

January 1977 / \$1.40

SPECIAL HUD AWARDS ISSUE





Park Saddles Freeway

Freeway Park, a 5.4-acre urban park built atop Interstate 5 in downtown Seattle is the first of its kind and clearly demonstrates that the damage imposed on in-town neighborhoods by the construction of freeways can be repaired. This is the first project in the country in which city, State, and Federal agencies joined with private enterprise to convert a freeway airspace into a central city greenbelt. Designed by Lawrence Halprin & Associates, the park bridges eight lanes of city traffic and provides Seattle with a green network of play spaces, fountains and waterfalls, gardens, and sculpture. "The trick," Halprin says, "is to perceive the old freeway as part of the cityscape and to tame it rather than complain about it." He believes that other American cities can gain lessons from Seattle.

Study of Ethnic Neighborhoods

The National Center for Urban Ethnic Affairs (NCUEA) has been awarded a HUD grant of \$474,000 to conduct a 2-year study of ethnic neighborhoods in four cities to "examine and test the potential for neighborhood development through neighborhood-initiated and controlled processes." The Center will document neighborhood reinvestment strategies now working successfully in certain Baltimore and Providence neighborhoods, and will transfer this process later to selected neighborhoods in Chicago and Newark. Case studies of the neighborhood experiences in the four cities will be published as well as a "how-to" manual for use by other cities interested in helping their ethnic neighborhoods help themselves. Additionally, NCUEA plans to sponsor a national neighborhood development conference to inform representatives of some 40 other cities about the neighborhood reinvestment strategy covered by the study.

Solar Information Service

The National Solar Heating and Cooling Information Center, a one-stop information service to promote greater public understanding of solar heating and cooling, has begun operation. The Center, operated for the government under a HUD solar demonstration contract with the Franklin Institute of Philadelphia, is designed to serve both industry and the general public and will handle information requests by mail or telephone. Mail requests should be sent to: National Solar Heating and Cooling Information Center, P.O. Box 1607, Rockville, Md. 20850. Toll-free telephone calls may be made to: (800) 523-2929; in Pennsylvania, (800) 462-4983.

National Development Bank

A proposal stemming from the recent National Association of Housing and Redevelopment Officials' conference calls for the establishment of a "national development bank" that would raise money for State or local governments to use in rebuilding declining urban neighborhoods and communities. The proposed bank could raise funds by selling its own federally guaranteed stocks or bonds, and it could distribute the proceeds in the form of loans to State or local agencies for a wide variety of residential, commercial, and industrial development projects. Federal legislation would be required to implement such a program, which is viewed as a viable alternative or solution for filling a vital financial gap that now exists in the battle of troubled cities to overcome economic decline, steadily spreading blight, and a crumbling tax base.

Increase in U.S. Households

According to an article in LOGA, a digest of local government affairs, published by the National Association of Home Builders, between 1970 and 1975, the average annual increase in the number of U.S. households was 1,543,000. Such high rates are likely to continue for the next 10 years, according to new estimates for 1980 and 1985. During the 10 years from 1956 through 1965, the average number of births in the United States was 4,165,000—about 365,000 more than the annual average for the 10 years from 1946 through 1955. However, there are enough other factors affecting the rate of household formation that the Census Bureau projects three series of future estimates of households: high, medium, and low. The average annual increase in households projected for 1975-85 is 1,550,000 under the medium series. The comparable figures under the high series are 1,669,000 and 1,314,000 under the low series. The primary family household component varies very little, indicating it can be projected with confidence within a relatively small range.

Solar Design Competition

Innovative solar dwelling design for low- to moderate-income families is the focus of a national student competition sponsored by the American Institute of Architects Research Corporation. The competition aims to promote the integration of solar and energy conservation design in all aspects of building. Seventeen hundred students in 57 schools of architecture in the U.S. and Canada have entered the competition. In February ten winning designs will be selected by a national review board. Each of the ten winners will receive a \$500 cash prize.

hudChallenge

U.S. Department of Housing and Urban Development Carla A. Hills, Secretary

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8 The HUD Bicentennial Design Program

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Page 2: Significant deviations from the past were found among the jurors as well as the winners of the 1976 HUD Awards for Design Excellence. Jurors in last year's biennial competition represented a range of disciplines while award winners reflected new attitudes toward urban environmental design and solutions to problems of the cities.



Page 8: This issue of *HUD Challenge* highlights "200 visible embodiments" of the past that have shaped this Nation. The list is not "definitive" says author Paul Spreiregen, but it crystallizes certain American attitudes and values as reflected in the opinions of a cross section of panel experts.



Page 14: The Baltimore experience epitomizes the hope that is alive and growing for urban America. In a four-part account the major phases of the planning, design, and redevelopment of this major port city are highlighted

Departments: Looking Ahead 1 Notebook 24 International Affairs 25 Consumer Challenge 28 Lines & Numbers 29

Cover: Charleston, S.C. (from *Harper's Weekly*, April 21, 1860)
The Early District Ordinance of Charleston is a HUD Bicentennial Design winner.

Next Month: The Home

HUD Challenge, the official Departmental magazine, is published monthly by the U.S. Department of Housing and Urban Development. Use of funds for printing was approved by the Office of Management and Budget, August 28, 1973. *HUD Challenge* serves as a forum for the exchange of ideas and innovations between HUD staff throughout the country, HUD-related agencies, institutions, businesses, and the concerned public. As a tool of management, the magazine provides a medium for discussing official HUD policies, programs, projects, and new directions. *HUD Challenge* seeks to stimulate nationwide thought and action toward solving the Nation's housing and urban problems. Material published may be reprinted provided credit is given to *HUD Challenge*. Subscription rates are \$15.90 yearly domestic, and \$19.90 for foreign addresses. Paid subscription inquiries should be directed to: Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Manuscripts concerning housing and urban development are welcome. Send all editorial matter to: Editor, *HUD Challenge*, Room 5186, Department of Housing and Urban Development, Washington, D.C. 20410. Telephone (202) 755-5710. Statements made by authors do not necessarily reflect the views of the Department.

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1976 HUD AWARDS

The Emergence of Urban Environmental Design

by Andrew F. Euston

Last November 10th in Baltimore, Maryland, while most eyes were focused elsewhere, the Biennial HUD Awards for Design Excellence program had once again run its 2-year course, bringing HUD's awards another step closer to their full potential as state-of-the-art examples of the best our country can do in urban development. Several influences were at play to make the 1976 selections more significant as a whole than before as guides for others—particularly those in local government.

Four of the seven interdisciplinary jurors were public officials. (There were two out of five in 1974.) The jury deliberated longer—2½ days. For the second time there was an urban administrator and a social scientist. For the first time there was a lawyer, the general counsel for a city planning agency. For the second time the Management Approach category was being applied. The Project Design and Urban Design Concepts were the other two. Most importantly, for the first time all—or nearly all—successful contenders had attempted to explain their own innovative management approaches—that is, how the project was structured, who took part, how

communication lines were established and what goals were being served in the larger community.

Any improvement over the past is due in part to the fact that people were being asked to tell their story, and many found they had something well worth telling. As Wolf Von Eckardt, design critic for the *Washington Post*, wrote of these 1976 awards, "What has been done is heartening. It reflects a radical change of attitude in this country toward cities and city living and how to preserve and enhance both."

The entries received this year marked such a change. This year's jury noted, for example, a high quality of historic preservation programs well described and sophisticated in their restoration and recycling techniques. Places not widely perceived as having historic importance seemed to have recognized that their period districts offered advantages well worth pursuing.

There were fewer entries—227 versus nearly 400 in 1974—reflecting the pace of investment, and many appeared to be of a higher quality than in prior years. The competition was certainly very keen. One collective gauge of these observations is the

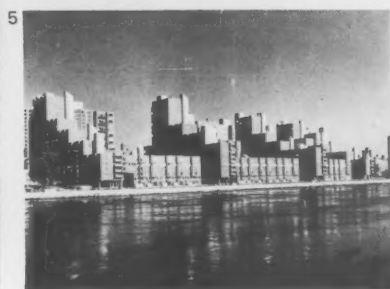
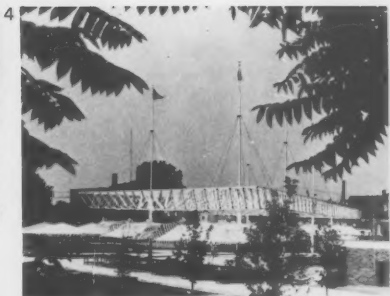


24 awarded entries themselves. Each and every one "carried water on both shoulders"—first as a design effort and second as a vehicle for other public objectives such as neighborhood conservation (Hudson, N.Y.; Cambridge, Mass.; Apalachicola, Fla.; San Francisco, Calif.) downtown revitalization (Cleveland; Philadelphia; Painted Post, N.Y.); better communication of physical environment issues (Aurora, Ill.; Michigan; Santa Cruz, Calif.) or the introduction of urban pedestrian solutions (Lancaster, Pa.; Portland, Ore.; Newburyport, Maine).

Multiple Levels Rated

All of the awarded entries were rated by the jury on multiple levels such as performance, economy, contribution to a larger area or basic instructiveness. Since the earliest years of the Department, design at HUD has been called "more than mere icing on the cake," but it has taken time to get past the ingrained traditions of visually dominated design jury evaluation.

Overall the 1976 entries go further in substantiating their case with respect to how the design decisions themselves had been reached. The customary "picture post card"



attitude toward these awards is becoming a relic of less careful and perhaps less responsive habits that once characterized the development community and its designers.

Baltimore and the Bicentennial

Before these trends are examined further and a basic conclusion is drawn about their significance, HUD's choice of Baltimore as the site for announcing the Bicentennial Design Citations should be explained. Since 1964 the city of Baltimore has received six HUD design excellence honor awards. The city's sixth was a 1976 Management Approach Honor Award presented for its overall system of design review in public works, historic preservation, housing and urban development.

In addition Baltimore, originally a Colonial seaport, was named as one on a list of 200 national Bicentennial Design Citations selected and presented to HUD by a distinguished panel of urban design chroniclers. Their list attempts to paint a picture of our transition from a nation that was five percent urban at the time of the American Revolution to one now nearly 85 percent urban in population.

The list of 200 commemorates places, symbols and actions in every State that has honored the public purpose of "Designing Our Cities for People." This is not an exhaustive list, nor is it meticulously focused upon design perfection. Many of the cited places and accomplishments are humble or homely. Some simply reflect our complex and tumultuous path of progress toward a culture that may serve the needs of all urban dwelling citizens equally well.

We are all free now to draw upon this unique Bicentennial year inventory of our urban past to illuminate the meanings of our cities of today. Similarly, we may look to HUD's Biennial Awards for meanings and, more important, for solutions that may apply elsewhere. In this context Baltimore's newly remodeled 19th century city hall proved to be an elegant and fitting public setting in which to celebrate the country's Bicentennial year design awards for cities.

The New Field of Urban Environmental Design

These HUD awards are mirrors for anyone who deals with urbanization. Viewed over time they reflect the

1. Market Square, Newburyport, Mass.
2. O'Bryant Square, Portland, Ore.
3. Over-the-Rhine Community Center, Cinn., Ohio
4. Gary Farmers' Market, Gary, Ind.
5. Eastwood, Roosevelt Island, N.Y.
6. Buchanan Playground, San Francisco, Calif.
7. Painted Post Village, Painted Post, N.Y.
8. Lancaster Central Market, Lancaster, Pa.

very subtle evolution of a new resource for coping with the basic social, economic and environmental problems of cities. One can see, for example, that concurrent with HUD's first decade of existence a new field of specialization has emerged to serve our cities. It is the very broadly interdisciplinary field of *urban environmental design*. Our awards juries this year and in 1974 have come to symbolize this fact.

The 1976 Biennial HUD Awards for Design Excellence program was squarely focused upon this newly emerged field of special competency. Secretary Carla A. Hills' 1976 jury of private citizens was comprised of individuals who represent diverse perspectives from the standpoint of culture, race, and region. They represented the public and private sector and many specialized disciplines. Adding to the customary design jurors, this year the Secretary included a social scientist who researches the design needs of the elderly and HUD's first design awards attorney—a city planning counsel who is specialized in the influences of zoning upon urban form and function.

Why the New Direction?

Why has HUD moved in this direction? There are many good reasons—the natural outgrowths of these times of heightened national awareness and concern.

The National Environmental Policy Act of 1969 has mandated an "interdisciplinary approach which will insure the integrated use of the natural and social sciences and the *environmental design arts*." Hence, in the first place, it is a matter of law that HUD and the other Federal agencies must seek their own substantive expressions of this concept.

HUD is responding as well to the gravely stated concerns of its first interdisciplinary design awards jury in 1974. Their report on the "State-of-the-Art of Environmental Design" was invited by then Assistant Secretary for Community Planning and Development, David O. Meeker, Jr.,

FAIA. It contained extensive recommendations to the Secretary. Their statement endorsed HUD's continuing program of research to upgrade these awards, and it offered many detailed recommendations on needed research.

The 1974 awards jury summarized their views on future awards entries this way. They must:

- recognize the interdisciplinary nature of environmental design;
- address issues of process, context and product;
- specify the client and the designer's original intention (so as) to help judge the results;
- enable HUD to employ the entries as a tool for its own edification;
- enable HUD to integrate its awards into project and program decisionmaking at the Federal and local levels.

Support of Urban Quality

There is, to be sure, a deep underlying reason for the reform of HUD awards and the attendant emergence of urban environmental design as a new brainchild of American ingenuity. For most Americans the quality of life now depends on urban quality.

The collective impact of the urban habitat comprises the most substantial source of social, economic and environmental influence that we impose upon the planet and, in turn, upon ourselves. In the aggregate it is public and private urban development which constitutes the major permanent investment we make.

We do not readily perceive the effects of the city, its form, its patterns of incremental growth and, thereafter, its daily operating requirements of natural resources and human preoccupation. Much will change, however, once our well-being and our survival have been more explicitly linked to the form and substance of our physical habitat. Here in America the links are being forged.

We physically alter the typical American city at a rate of less than five percent a year. That is, much that affects people's lives is built incrementally and imperceptibly. Add over time the transient migration of

Americans from one city to another as jobs, education and the individual life cycle guide us, and one may understand why the "design" of any given settlement has been popularly perceived, if at all, as something fixed and immutable.

Certainly it may seem well beyond one's personal power to affect such things. One may see, as well, why mayors and councilmen holding terms of, say 2 years at a time, often judge it to be questionable to dwell upon quality of the built environment.

We are dealing here, however, with areas of basic local government concern that include the natural environment and its conservation, the preserving of historic and cultural resources, the enhancing of neighborhoods, the creating of jobs, the conserving of energy and the transforming of public spaces into more useful, attractive and safe urban places. One evidence of this concern is a film called, "Designing the Urban Environment." This film is available upon request. It was produced at HUD for the United Nations Habitat Conference, held last summer in Vancouver, Canada. The film documents urban environmental design achievements in Baltimore, Seattle, the twin cities (Minneapolis/St. Paul) and in Dallas.

Thanks to such achievements, HUD's Design Awards Program is, it is hoped, on its way as a national forum for the transfer of successful design administration approaches at all levels of government. In 1978 the program is to reflect a wholly revised approach that stems from the demonstrated readiness of local government and of the private developer and designer to respond to the challenges of urban environmental design.

The Focus Is on Local Government

There is an analogy here between our belated national awareness of the natural environment and our continued disinclination as a people to tackle the human ecological issues of our built environment. Less dramatically then in the case of technological or egalitarian reforms, or of gasoline shortages and energy reforms,



Greensboro (N.C.) was cited for high level housing management program.



Quality restoration program in San Francisco impressed judges.

there is a shift of attitude taking place in this country about *how* we must build.

Americans are connecting the quality of life with issues of the quality of our built or urban environment. As a direct consequence, increasing numbers of American cities are employing the problem-solving potential of urban environmental design to improve the quality of life in urban areas.

Urban environmental design is not the domain of some exclusive professional tradition. It is not so much a consequence of training or of time tested accomplishment. It is a field that is characterized by attitude—the attitude that decisions affecting human settlements must be broadly founded out of public concern for solving many urban problems with each single move to action and each commitment of scarce and dwindling resources.

Globally we Americans cannot control others whose urban decisions will greatly impact on our own future, but we can set good examples. Perhaps the sheer magnitude of the issues have simply forced people to prefer

that these be taken one by one as they come. Although cities are built according to real political and economic pressures, these pressures alone are no longer adequate measures of what may be needed.

The principle issue remains the integration of decisions affecting the physical environment of the city. More and more cities are adopting broadly interdisciplinary, integrative, strategic and pluralistic administrative approaches to urban environmental decisionmaking. It is critical to understand that in both the conceptualizing and the implementation of a city's design, local government administrative practices must be a constant focus of public concern.

We need to make things more understandable and articulate them more for public officials, for the development community and for the citizen. These are communication problems that can be solved. HUD's design awards are intended to help the dialogue along. □

Mr. Euston is Urban Design Program Officer, HUD, and serves as professional advisor to the Departmental Design Awards Programs.

1976 HUD AWARDS FOR DESIGN EXCELLENCE JURY MEMBERS

Randolph T. Hester, Jr., ASLA, Raleigh, N.C.

Associate Professor, School of Design, N.C. State, Raleigh, N.C.; member Raleigh city council; author; scholar; practitioner

Sandra Howell, Ph.D., Cambridge, Mass.

Associate Professor, School of Architecture, MIT, Cambridge, Mass.; social scientist; researcher; consultant

Weiming Lu, AIP, Dallas, Texas
Assistant Director, Dallas Dept. of Planning and Urban Development; planner; urban designer; public administrator; Chairman, AIP Committee on Urban Design

Norman Marcus, New York, N.Y.
Chief Counsel, New York City Planning Commission; urban renewal administrator; planner

Richard Mitchell, Los Angeles, Calif.
Genge Associates, Los Angeles, Calif.; urban renewal consultant

Paul Muldawer, AIA, Atlanta, Ga.
Muldawer and Patterson, Atlanta, Ga.; architect; urban designer

Howard Sims, AIA, Detroit, Mich.
Sims Varner and Associates, Detroit, Mich.; architect; civic leader;

Andrew F. Euston, Jr., AIA, Wash., D.C.
Urban Design Program Officer, HUD; professional advisor to the jury

PROJECT DESIGN HONOR AWARDS

Arts for Living Center New York, N.Y.

The center provides an oasis of human scale and purpose in a context of large, undefined and undifferentiated public spaces.

Gary Farmer's Market Gary, Indiana

The Farmer's Market introduces into a traditional function a design that responds to other contemporary needs. The outdoor market offers a festive and human setting that goes beyond the temporary closing of streets or parking lots. The jury cited Gary for the adoption of its new Farmer's Market as a humanizing step in its urban design.

Lancaster Central Market Lancaster, Pa.

The restoration of a classic 19th century public building that houses one of the oldest continual farmers' markets in the U.S., is judged to be a thorough success. Measures taken allowed all market stand operators to participate, kept interest groups informed, prompted high quality workmanship and sustained public respect for a significant structure—its architecture, its history and its symbolism of community and roots.

Linwood Court Cambridge, Mass.

The conservation and rehabilitation of the seven Linwood Court multi-family apartment buildings is a non-profit housing textbook example of all-around collaboration, involving local agencies and the Wellington-Harrington Housing Corporation.

Market Square Historic Redevelopment Newburyport, Mass.

Restoration of the Newburyport town center reversed a plan for total demolition of Federalist period buildings for a parking lot. The jury cited the cooperative effort of State and local government agencies that preserved the center of an early American seaport.

O'Bryant Square Portland, Oregon

O'Bryant Square is a downtown shoppers' and office workers' park. The design includes an underground parking garage and takes climate and maintainance into account while minimizing the disturbances of local street traffic.

Park Centre Cleveland, Ohio

The combination of a downtown recreation and shopping mall with 1,000 units of housing has given Cleveland a major boost to its program of urban revitalization. The Park Centre project is a major investment that has added an innovative dimension to high density liveability by the use of internal malls and roof deck recreation facilities.

Penn's Landing Square Philadelphia, Pa.

Penn's Landing is an upper-middle income in-town residential development offering several "suburban" amenities too often neglected in urban residential development. The jury commended the ingenuity of the design for its attention to individual privacy, to surrounding urban contexts and to complex circulation and parking requirements, all accommodated within the limits of a spare budget.

San Francisco Redevelopment San Francisco, Calif.

San Francisco has set a standard of quality restoration for upgrading residential properties in deteriorating period neighborhoods. Using "in-house" rehabilitation, the City's Redevelopment Agency purchases dwellings and accelerates the improvement of selected buildings in changing Victorian era neighborhoods. This allows for a more rapid and complete upgrading of buildings as homes, apartments and offices than otherwise possible.

URBAN DESIGN CONCEPTS HONOR AWARDS

Buchanan Street Mall San Francisco, Calif.

A strong urban design feature has been introduced in a San Francisco neighborhood by converting several blocks of city street into a linear playground. The concept serves basic exercise needs of children in a high density, low rise neighborhood, using low budget hardware and super graphics. San Francisco's city government has introduced a truly urban solution for family neighborhoods that require convenient and flexible play space.

Mill Hill Historic Park Trenton, N.J.

This historic site of Washington's crossing in the Battle of Trenton consists of a linear park and plaza along the Assunpink Creek in the Mercer-Jackson Neighborhood Urban Renewal Area. The project reflects a growing trend in riverside park development to combine natural features with the manmade and recreation functions with flood control. The aim was to make the creek an integral part of the neighborhood.

Over-the-Rhine Community Center Cincinnati, Ohio

New buildings are impressively used to keep the traditional fabric of a City intact while symbolizing that change does occur. The bold use of super graphics is a signal of what is going on in the reestablishment of community values and vitality.

Queensgate II Town Center Cincinnati, Ohio

Within the framework of its overall urban design Cincinnati has simultaneously reached several objectives by creating a multi-use, public complex. Uses will include a music hall, a career center, a high school, a skating rink, a museum, shops, housing and offices. By providing an extensive pedestrian access system over a major thoroughfare the city has linked a wide variety of scattered public activities to several traffic impacted neighborhoods.

MANAGEMENT APPROACH HONOR AWARDS

Baltimore's Design Review Systems, Baltimore, Md.

Baltimore has established five systems of interdisciplinary design review for the purpose of quality control of the City's development. The jury recognized Baltimore for the setting of a high management standard in interdisciplinary urban environmental design to be rivaled by any American city where quality of the built environment is a serious public charge.

Facade Easement, Hudson, N.Y.

Voluntary facade easement agreements were used on Hudson, New York's main street, for 45 structures to restore the early American and Victorian period historic identities.

Greensboro Housing Management Improvement Program Greensboro, N.C.

As a participant in the Housing Management Improvement Program, Greensboro Housing Authority achieved dramatic increases in resident satisfaction, in maintenance savings, and a reduction of rental delinquencies below the one percent level. An overall management program was systematically introduced, upgrading the immediate living conditions of residents while serving as a force for upward mobility, expanded housing options, improved social service delivery and the basic reform of housing management practices.

City of Santa Cruz Historic Preservation Santa Cruz, Calif.

The City of Santa Cruz, as one of California's original mission sites, has initiated a comprehensive program of historic and neighborhood preservation. Results have included neighborhood stabilization and a general increase in the tax base. The jury cited Santa Cruz for demonstrating that comprehensive historic preservation can be feasible and highly effective in small cities having limited resources.

Housing for the Elderly Development Process Lansing, Mich.

The Michigan State Housing Development Authority developed a basic tool for communicating special needs of the elderly. The jury regarded the formulation of special user design guidelines as a national need that is rarely met and is importantly served here in a document produced to benefit Michigan's elderly.

Indian Township Housing: Phase Two Indian Township, Maine

Maine's Indian Township Housing Project is a special achievement in self-help community design and implementation. Using a unique, HUD-accepted, financing method called "Force Account Process," the tribal community created its own residential construction program. It is also becoming a clearinghouse for a variety of construction field training programs, fuel conservation programs and other self-help activities.

Painted Post Village Reconstruction Painted Post, N.Y.

Responding to the disastrous effects of Hurricane Agnes, the Village of Painted Post, N.Y. and the N.Y. State Development Corporation entirely replaced the town center in 28 months. The achievement expanded retail space by 40 percent, residential population by 10 percent and the tax base by 300 percent. The jury applauded the resourcefulness of public officials who conducted a thoroughly resolved design implementation process in record time to great benefit of a disaster struck community.

Philadelphia Garment Center Philadelphia, Pa.

With broad public agency and union cooperation Philadelphia garment workers created an innovative multi-use center to revitalize their industry. The innovative facility combines retail space and workers services for children's day care, job training and health care with a consolidation of manufacturing space.

SPECIAL MENTION AWARDS

Apalachicola-Economic Development Through Historic Preservation Apalachicola, Fla.

Apalachicola, a small economically depressed town of pre-Civil War agricultural shipping origins, is in search of its contemporary identity. State level initiative helped to introduce a comprehensive strategy for economic revival. If the town acts on the plan, there is great promise that its economic goals can be achieved while enhancing the quality of life for its citizens.

Downtown Aurora Decision Chart Aurora, Ill.

Aurora's "decision chart" attempts to present information on the city's options for future development. The chart approach informs the general public of the actions and inaction that can affect their lives. The jury concluded that through the clarity of good graphics a necessary public communication process has resulted that complements the traditional and obscure documentation of complex reports and plans.

Eastwood Roosevelt Island, N.Y.

A new-town-in-town that offers choices of income mix (luxury to moderate income), car-free pedestrian systems, openness within Manhattan-like building densities and a high standard of overall attention to design details. The jury recognized the daring of a public sector response to solve a difficult challenge of siting, social and economic diversity and project implementation.

The HUD Bicentennial Design Program

by Paul D. Spreiregen, AIA

In an early chapter of *Moby Dick* there is a description of a sailor weaving a mat. Among the many allegories drawn by Herman Melville in his nineteenth century literary masterpiece, this one has particular relevance to American environmental design. Melville described the warp and woof of the mat's threads as the intentional and unintentional in life, the planned and the unforeseen.

Like the number of factors underlying the intentions behind the development of the American landscape, the number of warps is indefinite, capable of unlimited extension. And so, too, do the unforeseen, unpredictable factors—the woofs—interplay with intentions to produce unexpected results. To anyone living in the nineteenth century this allegorical portrayal of American experience must have been a vivid reflection. In retrospect as well, it is a portrayal with which we sympathize; for it holds in our present circumstance.

To any student of American environment—considering the multiplicity of phenomena, intended or unforeseen—two aspects of popular understanding are evident. Frequently, the remark is made that America has had little or no “planning.” As often, one encounters the thought that “only authoritarian governments can do any planning.” A moment's reflection dispels both erroneous notions. If, to answer the first, one simply looks at a map of the United States or a map of any of our cities, he will see that one out-

standing feature emerges—the dominance of regular geometric patterns. Geometric regularity in land division is anything but accidental, anything but the absence of planning. While it is not the height of sophistication, geometry in landscape is the most apparent, though not the exclusive result of land planning. In response to the second misconception, that only “authoritarian governments” can plan, one has to look at history more carefully. The evidence is that the record of democratic, participatory societies is less spectacular visually but a good deal more liveable for a good many more people. Visually, it may often prove more agreeable.

To understand the American experience deeply, few perspectives are more useful than to view it as a series of environmental movements, the current one taking its place in a long sequence. These movements are partly overlapping, sometimes subtle in form but profound in effect, and sometimes loud in voice but finally of little influence. They are many.

They become more convincing as they are identified, even partially, as in this brief essay. For instance, the pervasive checkerboard pattern of the American landscape, so readily visible from an airplane, is the result of the Land Ordinance of 1785—one of the few accomplishments of the Continental Congress. The settlement of the wilderness territories and their orderly addition as full-fledged States is a result of a modification of the ordinances 2 years later. The reasons



1. River Walk in San Antonio, Tex.
2. Lucy the Elephant, Margate City, N.J.
3. A quiet street in Martha's Vineyard, Mass.
4. San Francisco panorama
5. Craftsmen's shops in Williamsburg, Va.
6. Tree-lined St. James Place, Louisville, Ky.
7. Central Park, an oasis in Manhattan
8. The Climatorn, St. Louis, Mo. Botanical Gardens



behind these acts were several—the discharge of the Revolutionary War debt by land sale, the provision of land to property-hungry easterners, the assurance that by going west they would not be disenfranchised, the stability of distant places secured by settlement, and the clearing of title. So much for reason. The effects, only barely visible at the moment of decision and then to a handful, was to lay wilderness prone to speculative exploitation. But it succeeded in contributing to the development of the land.

So one proceeds in American environmental experience, to identify planning for national route systems dating from the early 1800s, actions to develop canals and roads and railroads—all with their intended and their not entirely foreseen effects. So one examines the urban sanitation movements, the urban park movements, the building code and zoning movements, the Federal actions to stem laissez-faire despoilment of natural resources, the adjustments to inadequate, even destructive land management methods, the urban reform movements, and the new towns movements and so much much more, taking us to our own time and our own environmental struggles. With that appreciation it is not surprising then that among our present interests is the preservation of certain artifacts of the past, not just because they are very good, but because they are guideposts for enlarging contemporary perspective as well.

Such a view compels an outlook that can comprehend diverse phenomena simultaneously. Thus, if one starts with a rural route of investigation, one unavoidably encounters urban consequences. An urban perspective, if followed fully, quickly involves a rural understanding. If one starts with public works or civic institutions one quickly encounters the accommodation of immigrants, the development of long-haul transportation, movement from farm to city, city to farm, mineral to mill, and mill product to city and farm both. So the warp and woof interweave.

During a weekend in May 1976, a group of urban specialists reviewed American environmental experience by identifying some 200 accomplishments from our dynamic past, essentially the last 400 years, two hundred of which we have been celebrating for good and present reason. In no way is the list definitive; rather, it is evocative. It represents the kinds of environmental artifacts found in any State or city which tell us as we see them where our country has been and what it has done en route to today. The significance of the list lies in its message—that visible embodiments of our adventure are all about us.

Equally pertinent in any qualification of past experience are the attitudes and values held at present. They are revealed in the process of selection. The HUD selection panel was composed of experts representing a cross section of contemporary outlooks. Charles A. Blessing is both a planner and scholar of cities, and practices in Detroit. Richard A. Crissman is a mortgage banker and planning official in California. J.B. Jackson is an observer, author, and teacher on the subject of the American landscape—urban and rural; he lives in New Mexico. G.E. Kidder Smith is an architect, author and photographer of buildings and environments here and abroad, with his home base in New York. Beverly Moss Spatt is a planner and preservation official in New York. Carl Westmoreland is a housing official, community leader and teacher in Cincinnati. Andrew F. Euston, Jr. served as the professional advisor for the HUD Bicentennial Design Citations Program. □

An architect and planner, Mr. Spreiregen was formerly Director of Architecture and Environmental Arts for the National Endowment for the Arts, and Director of the Urban Design Program of the American Institute of Architecture. He does a weekly radio program on architecture and planning for National Public Radio.



9. The Library on the University of Virginia campus at Charlottesville

10. Street in historic Charleston, S.C.

11. Bicentennial Design Citation Program panel members meet with HUD officials.

Left to right: Beverly Moss Spatt; Carl Westmoreland; Charles Blessing; Andrew Euston, Jr.; Paul Spreiregen; Secretary Hills; HUD Assistant Secretary for Community Planning and Development, David O. Meeker, Jr.; Richard Crissman; and G.E. Kidder Smith

12. Taos Pueblo, N.M.

13. Waterways in Seattle, Wash.



**1976 HUD BICENTENNIAL
DESIGN CITATIONS PROGRAM
PANEL MEMBERS**

Beverly Spatt, AIP,
New York, N.Y.
Chairperson, N.Y. City Landmarks
Commission; formerly, Director N.Y.
City League of Women Voters; educator;
1967 Planner of the Year, N.Y.
Metropolitan Commission on
Planning

Carl Westmoreland,
Cincinnati, Ohio
Vice President and Executive Director,
Madisonville Housing Services;
President, Mt. Auburn Good
Housing Foundation, Inc. (Park
Place project won HUD award); faculty,
Univ. of Cincinnati Graduate School
of Planning; five years Associate
Director of Cincinnati Red Feather
Agency (planning/community issues)

Charles Blessing, FAIA,
AIP, Detroit, Mich. Director of
City Planning, Dept. of Community
and Economic Development, City of
Detroit; formerly Director of
City Planning, Dept. of City
Planning, City of Detroit; HUD
Award 1970, *Detroit 1990*.

G.E. Kidder Smith, FAIA,
New York, N.Y.
Architectural historian; author
of *Brazil Builds, Switzerland
Builds, Sweden Builds, Italy Builds;*
The New Architecture of Europe and
forthcoming American Bicentennial
survey publication; educator;
lecturer; practicing architect;
photographer

John B. Jackson, Berkeley, Calif.
Professor, Dept. of Landscape
Architecture, Univ. of California;
former editor of *Landscape*; author,
American Space—the Centennial Years.

Richard Crissman, Los Angeles, Calif.
Chairman, Los Angeles County Board;
Chairman, Pasadena Planning
Commission; Director, Project
Mortgages, Ralph C. Surtro Co.,
Los Angeles, Calif.



The 200 citations are listed below. It is HUD's intention to publish a monograph on the citations and their larger context in the near future.

THE 1976 HUD BICENTENNIAL DESIGN SELECTION LIST

Alabama

Eufala
Sturdevant Hall
The Bridge at Selma

Alaska

The Main Street of Skagway
The Indian Village in Juneau

Arizona

San Xavier Del Bac
The South Arizona Irrigation System
Taliesin West
Bisbee

Arkansas

Eureka Springs
Arkansas Territorial Restoration
The Rice Elevators in Stuttgart

California

San Francisco
Beverly Hills
Baldwin Hills Village
Disneyland
The Mission District in Eureka
The California Freeway System
Tax Increment Financing
The Golden Gate Bridge
The California State College Plan

Colorado

Greeley
Aspen
Denver
Gold Mining Camps
Mesa Verde
The Irrigation Project in Uncompahgre Valley

Connecticut

Litchfield
Wethersfield
The New Haven Green
Old Mystic Seaport

Delaware

New Castle
The Hagley Museum

Florida

Old St. Augustine
Miami-Dade County Government
Cape Canaveral

Georgia

Atlanta University Center
Savannah
Milledgeville Plan
Atlanta

Hawaii

The Kona Coast
The Queen's Palace, Ioliana
Ala Moana Shopping Center

Idaho

Cataldo Mission
Boise Restoration District
Sun Valley

Illinois

Galena
Oak Park
Riverside
The City of Chicago
The State Capitol Restoration, Springfield

Indiana

The Old Crown Brewery, Ft. Wayne
The Indiana Court House System
New Harmony
Columbus Program for Modern Architecture

Iowa

The Victorian House in Des Moines
Agricultural Research in Ames
Amana

Kansas

The Indian Mission School System
The University Town of Lawrence
The Grain Elevators at Hutchinson

Kentucky

Shaker Town
Louisville
The Fayette County Bluegrass Farm Protection Zone
The Louisville Waterworks

Louisiana

Shadows on the Teche
New Orleans
The Vieux Carre Historic District Ordinance
The Old State Capitol, Baton Rouge
The Exxon Industrial Complex, Baton Rouge

Maine

The Moss Libby House, Portland
The Port of Portland
Bath
The Conservation Program of Bar Harbor

Maryland

The Chesapeake and Ohio Canal
The Friend's Meeting House, Easton
Baltimore
The Scenic Easements in Annapolis
The Charles Center Inner Harbor Management Corporation
The New Community Development Process of Columbia
Greenbelt

Massachusetts

Boston
Boston's Suburbs
Restoration of the Saugus Iron Works
The Vernacular Towns and Houses of Cape Cod
New England Seaports
Old Deerfield
Lawrence

Michigan

Marshall
The Kalamazoo Mall
Mackinac Island—Belle Isle Park
The Cranbrook Academy
G.M. Technical Center
Detroit
The River Rouge Plant of the Ford Motor Co.
Fort Michilimackinac

Minnesota

Downtown Minneapolis
The Neighborhood Preservation of St. Paul
Duluth
Pillsbury Mills, Minneapolis

Mississippi

Natchez
Oxford
Mound Bayou

Missouri

The Private Streets of St. Louis in
N.E. Forrest Park
The County Club District, Kansas City
Ste. Genevieve
The Botanical Gardens, St. Louis
The Flour Mill
The Gateway Arch, St. Louis
Lafayette

Montana

Last Chance Gulch Restoration,
Helena
Butte

Nebraska

Rock Island Depot, Lincoln
State Capitol District, Omaha
The Town of Beatrice
The Stockyards, Omaha

Nevada

Hoover Dam
Virginia City
The Las Vegas Strip

New Hampshire

Strawbery Banke
Manchester Textile Mills
Stark

New Jersey

Radburn
The Atlantic City Boardwalk
"Lucy" The Elephant Hotel,
Margate City
The Roosevelt Elementary School
Mural
Cape May
The West Campus, Princeton University

New Mexico

Taos Pueblo
Old Pueblo of Acoma
Pueblo Bonito
Los Alamos
Pueblo San Ildefonso

New York

New York City
Rockefeller Center
Levittown, Long Island
Rochester
The New York Regional Plan
Chataqua
West Point

North Carolina

Winston-Salem
Old Salem, Near Winston-Salem
Tryon Palace

Ohio

German Village, Columbus
Chillicothe
Cincinnati
The Golden Lamb Hotel, Lebanon

Oklahoma

Guthrie
The Oklahoma Land Rush
The Indian Cultural Centers
Oklahoma City

Oregon

Portland Center
The Policy Regarding Growth

Pennsylvania

Philadelphia
Ephrata
Pittsburgh
Chatham Village, Pittsburgh

Rhode Island

College Hill, Providence
Newport
Touro Synagogue

South Carolina

Graniteville
The Early District Ordinance of
Charleston

South Dakota

Rosebud Indian Reservation

Tennessee

The Tennessee Valley Authority (TVA)
Chattanooga Choo Choo
The Grand Old Opry, Nashville
Cads Cove

Texas

San Antonio
Galveston Historic District
The Goals for Dallas Program
Houston

Utah

Temple Square, Salt Lake City
The Plan of Salt Lake City
Manti

Vermont

The Meeting Houses of Vermont
The Carnegie Library, Burlington
Middlebury
The New England Green
Stowe

Virginia

Richmond
The University of Virginia Plan
Jamestown
Williamsburg
Mt. Vernon
Reston
Alexandria
Virginia's Court House Squares

Washington (State)

The Pike Market, Seattle
Pioneer Square, Seattle
The Water Ways around Seattle

West Virginia

The Hospitals of the United Mine
Workers
Harper's Ferry
Bishop

Wisconsin

Madison
The City of Milwaukee Health
Department
"Recreation in Wisconsin"
Various Works of
Frank Lloyd Wright

Wyoming

Yellowstone National Park

Puerto Rico

Old San Juan

Washington, D.C.
Washington, D.C.

BALTIMORE 1990

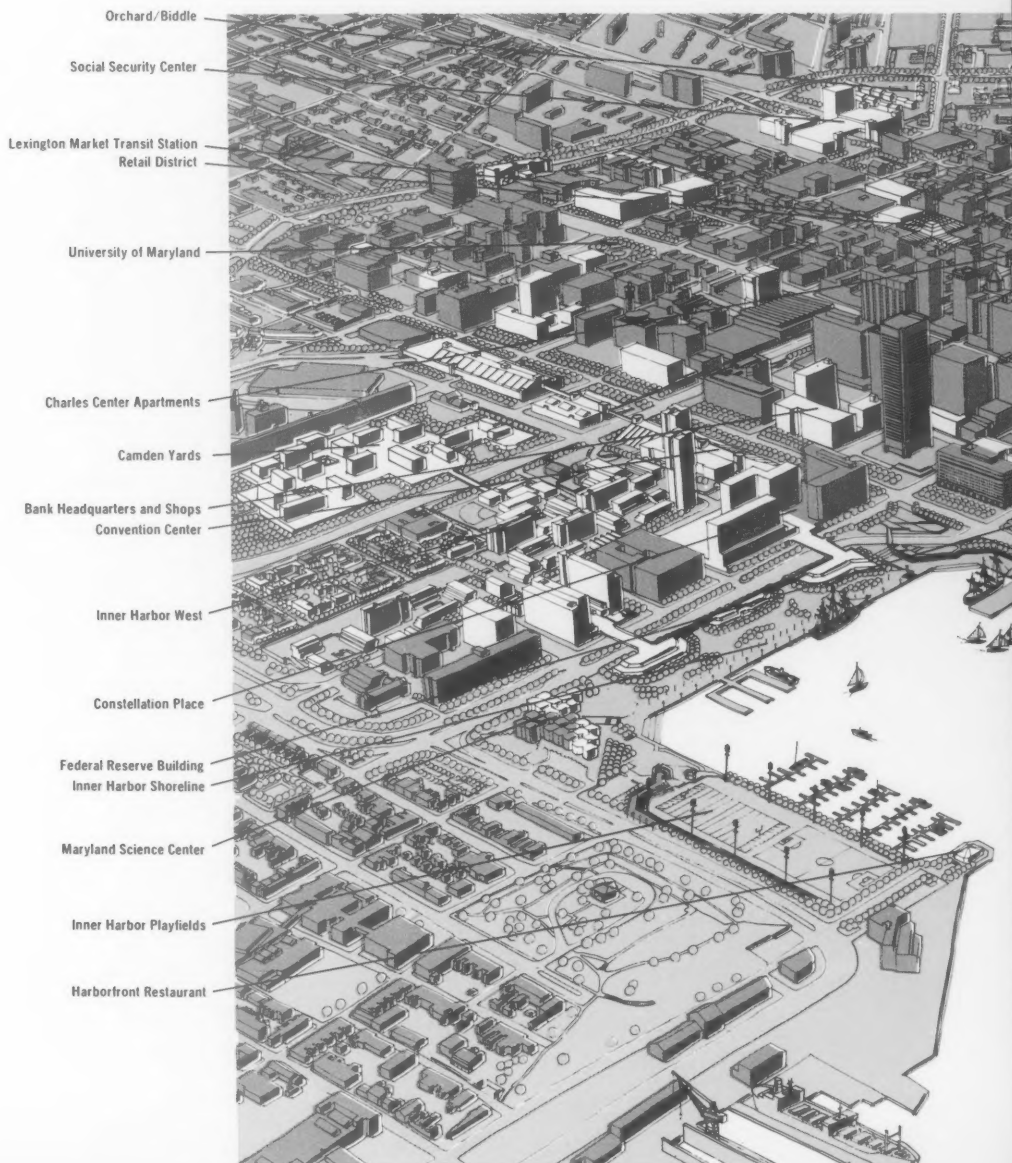
Something very special appears to be happening in Baltimore. There is an excitement and enthusiasm in the City that seems to grow out of a series of successful ventures of the

past 10-20 years. Charles Center, a bold redevelopment project in the 32-acre heart of downtown Baltimore, has been so successful that public and private groups today are engaged in a much more ambitious effort of redeveloping the City's 163-acre Inner Harbor area and strengthening the entire 1000-acre

greater downtown core.

Baltimore is also a city with a vision of its future. People talk about "Baltimore 1990" not as though it were a planner's idle dream, but with a confidence that it is only a matter of time before the vision in fact becomes reality.

Baltimore's confidence may not be



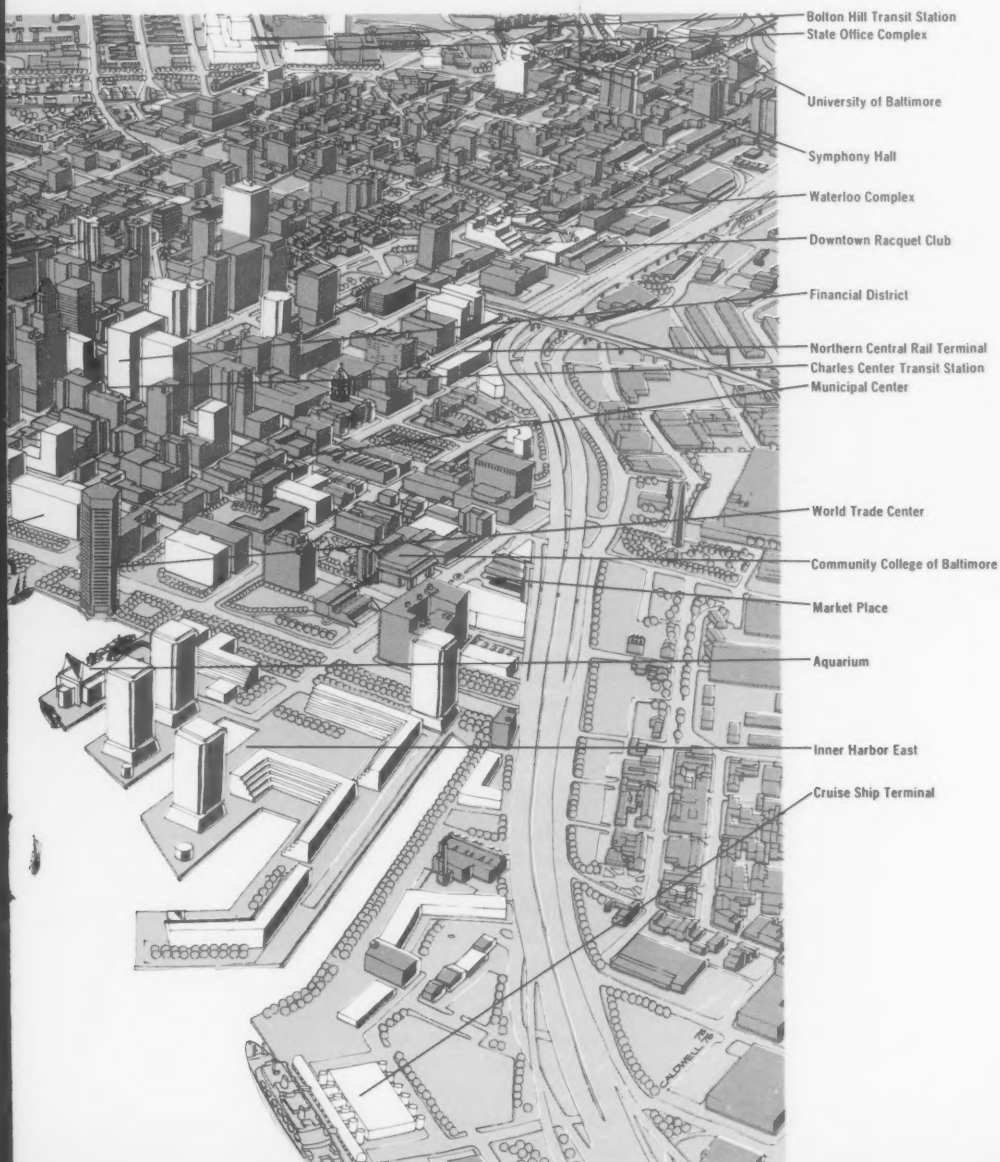
unfounded. The City has established planning, programming, design review, and implementation processes that are helping to insure the success of future ventures. The following articles describe some of the processes in operation in Baltimore and two important projects resulting from these processes.

Baltimore's Design Review and Management System

Over the past decade Baltimore has created a sophisticated design review and management system which is helping to improve the quality of

design in the City. The components of the system include a:

Comprehensive Plan—As adopted by the City Planning Commission, the Comprehensive Plan consists of a series of goal and policy recommendations in each major area of physical development. Many of the policies have clear design implications like the





one calling for community facilities to share common sites.

Capital Improvement Program—The Comprehensive Plan policy recommendations are translated into actual development through the Capital Improvement Program. The Baltimore City Charter requires that each year all municipal agencies submit to the Department of Planning their requests for capital im-

provements for the upcoming 6 years. After these requests are reviewed on the basis of priorities and policies established in the Comprehensive Plan, a 6-year timetable is submitted first to the Planning Commission and then to the City Council. In its final revised form, it becomes the City's Capital Budget.

Thus, over many years the policy recommendations of the Compre-

2



1. Beautiful walls for Baltimore: Mural on the Bromo Tower
2. Civic Design Commission: Sculpture outside the Bromo Tower

hensive Plan, as realized through the Capital Improvement Program, are creating a new "capital web," a network of facilities that is changing the very structure of the urban environment.

Design Advisory Panel (DAP)—All publicly funded projects are reviewed by this panel which consists of practicing architects, a landscape architect, and an architectural historian. The panel's purpose is to encourage architecture of good quality, improve the visual quality of neighborhoods, and help to increase the usability of facilities through good design. The panel holds regular meetings throughout the year. Presentations on each project are made at three phases in the design process. The panel's comments are advisory to the client agencies.

When appropriate, the DAP sits in joint session with the Commission for Historical and Architectural Preservation. A member of the Civic Design Commission is present at all sessions where projects are reviewed that include works of art. In the case of State projects, the DAP meets jointly with members of the State Architectural Review Board. DAP review has also been requested by the State Historic Preservation Officer to satisfy requirements of Section 106 of the National Historic Preservation Act of 1966.

Charles Center Review Board—Similar to the DAP, this Review Board is strictly responsible for reviewing projects in the Charles Center and Inner Harbor renewal areas. This separate review board was created because of the special nature of these downtown projects, and the tight controls that are exercised over this development. The Board functions in a similar way to the DAP. Unlike the DAP, meetings are not regularly scheduled, but are called only when warranted.

Commission for Historical and Architectural Preservation (CHAP)—This commission is responsible for identifying places, structures, and districts in the City that are of particular historic and architectural significance. Once a place or structure is added to an official list by City Council, all proposed construction, exterior alteration or demolition has to be approved by CHAP. CHAP's 11 members are appointed by the Mayor and include an architect, a teacher of history, one representative each from the Municipal Museum, the Museum of Art, the Walters Art Gallery, the Maryland Historical Society, a member of City Council, and four citizens. The Commission meets at least every 2 weeks to review changes proposed within designated areas. Permit requests are evaluated according to their compatibility with the original historic or architectural character of the area. Presently there are five districts designated for CHAP review and 56 structures on the City's Landmark List.

CHAP also operates the Salvage Depot, a warehouse where artifacts saved from demolished buildings are stored, and where they are offered for sale to those engaged in rehabilitation or restoration projects.

Civic Design Commission—In 1964 Baltimore adopted an ordinance directing that up to 1 percent of the cost of public projects be spent on works of art. The ordinance also created the Civic Design Commission to review the art work proposed for public buildings. The commission has five members: a representative of the

Museum of Art, a representative of the American Institute of Architects, a professional engineer, a recognized local artist or art teacher, and an outstanding citizen of Baltimore. The Commission reviews artists' concepts and sketches, and is responsible for approving the finished work.

In addition to these review procedures, the City also undertakes post-construction evaluation. In a joint project with the Johns Hopkins University, the Department of Planning is engaged in an evaluation of completed parks and playgrounds in inner city renewal areas. The study is funded through a grant from the National Institute of Public Health. Findings and recommendations from this study are being presented to agencies and architects responsible for the design of new recreational open spaces, and to the DAP who review these designs.

The appearance of public spaces can depend as much upon characteristics of use as upon physical attributes. Several agencies are involved in organizing activities in public spaces in Baltimore. Downtown Coordinating Office, a section of Charles Center—Inner Harbor Management, organizes a year-round program of festivals, musical events, and other activities in the public spaces in the downtown area. The Mayor's Advisory Committee on Arts and Culture organizes an annual Arts Festival in Charles Center and is responsible for an ongoing program that makes artists available to work on wall paintings in public places. The Department of Planning, under a grant from the National Endowment for the Arts, is conducting a study of outdoor festivals in Baltimore that will produce a prototype design for a new festival booth and a manual that will help community groups organize festivals. Programming and studying activities in public spaces have resulted in valuable information about the design requirements of public open spaces, particularly in the Inner Harbor area and in Fells Point.

Design review and management do not guarantee design excellence. The

best review panel cannot extract an ideal solution from a designer with little talent, or from a program that will recognize only the most basic functional requirements. Our experience in Baltimore has been that when the situation was bad, design review has been a safeguard against the worst excesses of incompetence. When conditions were favorable, the review process has made for more informed and demanding clients. It has made agency personnel more sensitive to their programming and architectural selection procedures. It has also represented an organized and directed attempt to achieve quality project design and improve the appearance of the sections of the City in which the projects are located. □

—Sydney Brower
Chief of Design Analysis
Baltimore City Department
of Planning

Baltimore's Implementation Mechanisms

In conjunction with the Design Review and Management System, Baltimore has created new institutions and developed a variety of implementation strategies that are enabling the City to get things done even at times when economic resources are severely limited.

Baltimore, one of the Nation's oldest major cities, has never hesitated to explore new and innovative means of tackling the multiplicity of problems associated with its age: a downtown that needed major rebuilding; residential neighborhoods which within a few years had changed racially and economically; the loss of many middle-class families to the suburbs.

The imaginative approaches have resulted in considerable progress and brought forth several institutions that have been very important in helping the City meet its problems.

One of the most visible of the new and unique institutions is the City's



3. Community Homestead: Baltimore's Stirling Street

4. Homesteader on Stirling Street

housing department—the Nation's first in a major city to unify all of the housing and redevelopment functions under one roof. The single department permits development of a total picture of Baltimore's housing and development situation, and thus a view of greatest needs, and establishment of priorities.

Another is a private organization, Charles Center—Inner Harbor Manage-

ment, Inc. When Baltimore's city government realized the need to rebuild a major portion of its downtown, it moved into a partnership with business and established this nonprofit private group to function under contract to the housing agency. Charles Center—Inner Harbor is capable of dealing with business and government, securing the confidence of each. And it has accomplished first the development of the 33-acre, \$180 million Charles Center, and currently the redevelopment of Baltimore's Inner Harbor to restore it as the focal point of city life. The Inner Harbor has (or soon will have) such attractions as a science center, an aquarium, a convention center, major hotels, playing fields, a water's edge promenade, a world trade center, a community college campus, a landscaped setting for festivals and other citywide recreational and cultural activities, and a maritime museum with the *Constellation*, the oldest ship of the United States Navy, a replica of a Baltimore Clipper, and other historic vessels and artifacts.

Robert C. Embry, Jr., Commissioner of the Department of Housing and Community Development, points out that the City retains control over

public policy decisions while the CC-IH corporation provides the executive management skills and cadre of technical personnel which are essential in the implementation of a program affecting the entire central business district.

Another city problem tackled in an innovative way by Baltimore was the loss of middle-class families to the suburbs, accompanied by a substantial reduction in the number of owner-occupied houses.

Homeownership and Homesteading

William Donald Schaefer's first ceremonial act as Baltimore's mayor was the opening of an office in the housing department with the specific purpose of increasing homeownership. Among its functions is the counseling of people who perhaps have thought of buying a home, but have had no idea of how to go about it, and have doubts about their ability to obtain financing.

Another of the homeownership office's functions has been management of Baltimore's urban homesteading programs, which has moved far more rapidly than that of most other cities. Two special features have emerged in its administration: financing provided by the City, and community homesteading. Baltimore already had set up its program of low-interest loans for rehabilitation, and these were made available to homesteaders. The community homesteading concept has resulted in simultaneous renovation of entire blocks of 19th century homes, with the homesteaders giving each other mutual support in their efforts. The homesteaders, a great number of whom formerly lived in the suburbs, lease their homes from the City during the 2 years they are given to complete the renovation. The entire community of homesteaders works with the City to establish exterior design standards for their area; what goes inside the house is up to each of the urban pioneers, providing their work meets housing code standards.

Another totally different approach to the problem of movement to the

suburbs was also developed in an imaginative way. A 500-acre tract of steep, rugged land was the last major undeveloped area in Baltimore. The City wanted to assure its effective development, and to provide a resource for people who wanted new homes and who otherwise might be inclined to move out of the City.

The traditional approach might have been to start by seeking a developer. But instead, the City began by hiring Moshe Safdie, designer of interesting housing such as the distinguished Habitat in Montreal, and a team of consultants. Their charge was to provide an imaginative master plan for Coldspring, a new town-in-town which would make an asset of the steep slopes, landfills and the quarry presently on the site.

Then, armed with what he considered a plan for a truly excellent development, Commissioner Embry sought support first from Baltimore's public and then from HUD. Both were impressed, and Baltimore received the authorization to proceed with Coldspring under the Neighborhood Development Program.

But with the Federal commitment for funding and local enthusiasm, the City secured the F.D. Rich Co., of Stamford, Conn., as the Coldspring developer, and construction of the 3,780-unit town is now underway.

Other imaginative approaches have been taken in conventional urban renewal programs, such as hiring an architectural firm to do preliminary designs for all the new construction in a renewal area. On one occasion the City took a busload of residents the 40 miles to Washington to examine a moderate-income development. The residents liked what they saw, and the architect for the Washington development was hired to do all the work in their area. In this way the city met residents' request that new public housing blend into their area, rather than have a "project" look.

Tackling Social Problems

Recently, when approaching the problems of the Park Heights renewal

area, Baltimore realized that in addition to purely physical improvements, it was essential to attack the social problems arising from massive population changes and overcrowding. Supplemental programs are underway, therefore, in the areas of health, education, employment, recreation, sanitation and public information at the same time as physical improvements are being made.

Baltimore's massive rehabilitation programs in its rowhouse stock have resulted in two other institutions: a new industry, comprised of a new kind of contractor whose work is exclusively in rowhouse rehabilitation, and two cooperatives formed by the residents of rowhouses which in renewal areas have been rebuilt by the City into good moderately priced apartments.

"Baltimore has used conventional programs as well," Commissioner Embry points out. "We don't discount the experience of others. But frankly, we have found it very useful to examine each problem on the basis of how it fits into our local scene. If we can find a new approach that works better, we'll certainly use it." □

—Richard P. Davis
Director of Information Services
Baltimore City Department of
Housing and Community
Development

Baltimore's City Hall Renovation

Baltimore's 100-year-old City Hall, the site chosen for the presentation of the 1976 HUD Biennial Design Awards, is notable as an example of the impressive results that can come from careful design, planning, review, and management when combined with a commitment to historic and architectural preservation. There are a number of particularly significant aspects to Baltimore's City Hall projects:

● A long-standing conscious and concerted commitment to architec-

tural and historic preservation underlies the City Hall restoration. One of the first actions taken by Larry Reich after being appointed Director of the City's Department of Planning in 1966, was to have the Planning Commission adopt a series of goals and policies for the preservation of the City's historic character. The goal and policy statement pointed out the practical and aesthetic benefits of preservation, emphasizing that landmarks need not serve simply as museums, but could function effectively for a variety of contemporary uses.

The Planning Commission's action was an important step in reaffirming the importance of preserving older elements of the City. The concerns articulated in the goals and policies are reflected in many of the City's important renewal efforts, most notably Charles Center, Mount Vernon, Madison Park North and South, and Harlem Park. All of these projects attempt to preserve old structures and carefully integrate them into the fabric of new development.

This attitude has also guided much of the public and private rehabilitation work occurring today in many of the historic residential communities which surround the downtown area: Fells Point, Federal Hill, Seton Hill, and Union Square. These areas reflect a growing interest by private individuals in preservation. The overwhelming success of the City's Homesteading Program is another indicator of the favorable climate for preservation activity in Baltimore. In the first two homesteading areas—Stirling Street and the Otterbein district—there were eight times as many applicants as available homes.

The effort to preserve Baltimore's City Hall developed within this context. In 1967, Planning Director Reich proposed that the old City Hall be rehabilitated. While the proposal was not implemented at the time it alerted elected officials and the public to the possibility and the benefits of using the preservation approach.

It was largely due to the initiative,



enthusiasm, and persistence of the Planning Department staff that the project eventually got off the ground. Drawing on the successful experience with the rehabilitation of Boston's City Hall, the planners demonstrated to Mayor Schaefer, other elected officials, preservation groups, and voters the feasibility and desirability of the approach. Although not continuing to be used for governmental purposes, the Boston City Hall was similar enough to Baltimore's City Hall to

provide many convincing arguments for the benefits of rehabilitation.

Support for the City Hall restoration marked a major step in the preservation of Baltimore's downtown core. In a Nation where landmark preservation is always an uphill battle, the success of the City Hall proposal has been particularly gratifying.

• **The restored City Hall will not be an isolated landmark.** It will be the centerpiece of Baltimore's Muni-



5. Baltimore City Hall restoration 1974-1976

6. City Hall dome being dismantled and repaired

pal District, which includes significant older buildings (like the former central Post Office, recently rehabilitated for City offices, and the old Federal Court House) as well as exciting new structures (like the Inner Harbor campus of the Community College of Baltimore, which opened this year, and I.M. Pei's striking pentagonal 30-story World Trade Center, which is presently under construction on the Inner Harbor). These buildings—new and old—will eventually be linked by a Municipal Mall for which City Hall will be the monumental keystone. In addition, just beyond the Municipal District, but within walking distance of City Hall, are many other historic landmarks.

• **The City Hall project is being financed entirely with public monies:** \$1.8 million alone in City general funds to rebuild the dangerously deteriorated dome and \$8 million in loan funds to restore and renovate the building itself. In order to achieve public funding, a full-scale public education program had to be launched. This included meeting with community groups, working with the news media on articles and shows, and supporting the efforts of City preservation groups.

Gaining voters' support for the loans necessitated making clear the

financial advantages of the restoration approach. The cost of renovating the old City Hall—\$9.8 million—was considerably less than the estimated \$14.4 million required to construct a new and undoubtedly far less elegant office building to replace City Hall.

Apparently voters were convinced by the arguments: they approved the bond issue by a margin of 49,955 to 29,024 in November 1974. Almost as important as the immediate loan authorization was the opportunity to educate a large segment of the citizenry to the substantial architectural, historical, and financial benefits of the preservation approach.

- **Baltimore's City Hall restoration combines historic preservation with an innovative restructuring of interior space to increase the building's usability.** Architectural Heritage, Inc., the firm responsible for the renovation of Boston's old City Hall, along with local architects, Meyers and D'Aleo, developed the renovation plan for Baltimore's City Hall and are overseeing the renovation work itself.

Unlike the effort in Boston, where the old City Hall was converted to a private office building, the Baltimore project preserves the building's traditional role as the seat of municipal government.

The building's fine rotunda, ceremonial room, City Council chambers, and the French Empire exterior with its white marble facing have been restored. The dome has been completely dismantled and rebolted, recast where needed, refurbished and then reassembled.

Meanwhile, the building's two original four-story interior courtyard areas have been reopened to provide a pair of skylighted lobbies. Two new mezzanines have been constructed—one between the second and third floor and another between the third and fourth floors. This makes it possible to nearly double usable office space and to upgrade some very outmoded office functions.

A new circulation system, better keyed to the rotunda and lobbies, improves movement within the building and allows for more effective use

of the overall floor area.

- **Sensitive design review and management played a continuing role in the City Hall project.** The design review system, which qualified Baltimore for a HUD Design Award this year, was carefully applied to the City Hall restoration project. In 1971 the City Council designated City Hall an historic landmark, giving the Commission for Historical and Architectural Preservation the authority to review and approve all exterior alterations. In 1973, on CHAP's initiative, City Hall was added to the National Register of Historic Places.

The actual restoration project was first entered in the Capital Improvement Program in July 1974, and it was decided that it should be financed through a voter approved bond issue.

Once voters approved funding, the Design Advisory Panel maintained a continuing review of the plans as they evolved. The DAP was concerned that the building's fine architectural detailing be retained. After considerable study the panel recommended the color for the repainting of the dome. They also aided in selecting an interior designer for the building.

The Civic Design Commission secured an artist to prepare a photomural exhibit depicting the history of City Hall and of Baltimore. The exhibit, which will be displayed in public areas within the building, is financed under the City ordinance directing that "up to 1 percent" of the cost of municipal structures be spent on "ornamentation" or other fine arts.

Finally, a special committee has been established to set and administer standards for decorating offices in the newly restored center of municipal government.

Thus, from inception to completion, sensitivity to design has been incorporated into the restoration effort.

□

—Elliot Lieberman
Public Information Officer
Baltimore City Department of
Planning

Baltimore's Pedestrian Movement System

One indication of the success of planning, management, design, and implementation in Baltimore is the attention given to detail. That such attention is taken for granted demonstrates the high standard of achievement Baltimoreans have come to expect. The careful consideration given to pedestrian movement in downtown Baltimore is a perfect example of this attitude.

Charles Center's second level walkways and its three plazas were the first evidence of serious planning for the pedestrians in downtown Baltimore. The topography of Charles Center, a drop of some seventy feet between north and south ends of the project was a natural invitation to planners to design an upper level walkway system that could be approached from adjoining street grades. The implementation of the upper level walkway system required careful design and coordination. On the one hand, it required adherence to a single overall plan; on the other hand, it called for shared responsibility in construction and maintenance. As a general rule walkways situated adjacent to redevelopment areas were the responsibility of the developer while those in public rights-of-way were constructed and maintained by the City.

Charles Center's walkways link the three public plazas, which organize the project, provide light and air to the surrounding multistory buildings, and serve as the outdoor "rooms" for organized events and daily use by downtown employees.

Today all of the plazas and most of the second level walkway system are complete.

With work on the Charles Center walkway system underway, serious attention was directed to providing a link between Charles Center and the 100 percent corner of retail activity two blocks west. The idea of a pedestrian mall in the bed of Lexing-

7



ton Street had been around since the late 1950's. With over 1200 persons using the two blocks during a 15 minute lunchtime peak period, Lexington Street was one of the most heavily used streets in the City. Its twelve-foot-wide sidewalks were not sufficient to handle the large pedestrian volumes. Maneuvering during the crush was painfully slow and the saturated sidewalks blocked access to shops.

Despite these difficulties, merchants were reluctant to embrace the mall proposal. Lack of consensus as to the nature of improvements delayed its construction. Finally in 1973, largely through the persistent efforts of the Department of Planning, a commitment was made to build the mall.

By then most of the merchants were behind the project and Mayor Schaefer was determined to get it built, even though it meant that the City had to assume the entire project costs. Designed by O'Malley & Associates the 650-ft.-long Lexington Mall cost \$800,000. Utility relocation and reconstruction accounted for the major parts of the cost.

It did not take long to convince the skeptics of the value of the mall. Pedestrians were obviously enjoying the new facility. Their volumes in-

8



creased by 50 percent with a generally acknowledged positive impact on business.

The Lexington Mall improvements are modest. Warm tone brick, benches, new lighting, and landscape material—both trees and planters—are the basic elements. Servicing and emergency vehicles are allowed on the mall only between 5 a.m. and 10 a.m., when no threat is posed to pedestrians.

By the 1960's attention was also turning to the Inner Harbor area.

Here, all but neglected, was a large body of water within a stone's throw of the financial district. Planners saw the potential for capitalizing on the water as a recreational attraction. Plans were drawn calling for removal of the old deteriorated concrete piers, filling in part of the waterfront, and building an extensive landscaped promenade on three sides of the water.

These plans were realized in 1975. Today, the waterfront promenade is a magnificent recreational resource,



used regularly by some of the 70,000 office employees in the downtown area and for special events like Operation Sail last summer, the annual City Fair each September, and ethnic festivals throughout the year.

Each of the pedestrian improvements—the Charles Center walkways, Lexington Mall, the Inner Harbor promenade—were significant. Yet each had been conceived and implemented on a project-by-project basis. It became increasingly apparent that a plan was needed that would relate the individual improvements to one another and create a complete system which would become a powerful element in the urban fabric.

In 1970 the City Planning Department and the Regional Planning Council published a Metro Center plan which included a proposal for a downtown pedestrian system. This initial concept provided the basis for the comprehensive assessment of pedestrian movement undertaken by RTKL Associates in 1976.

The consultants recommended a \$4.7 million pedestrian improvement plan for downtown Baltimore. The recommended plan considered potential utilization of streets and variables related to trip generators and pathway choice. Second level walkway expansion is endorsed only in the

paths where very high pedestrian utilization is anticipated. Thus, they recommend extending the Charles Center second level walkways south to the Inner Harbor shoreline and west to the Retail Center. Improvement of existing rights-of-way at grade level are contemplated along moderate to major pedestrian utilization routes.

In conjunction with the pedestrian movement plan, transitways are under consideration along existing heavily utilized transit routes in the Retail District as well as in the office district. The City has also made an application to the Urban Mass Transit Administration for an overhead Downtown People Mover System that would link major downtown activity nodes.

All these improvements to pedestrian and vehicle circulation are central to the success of Baltimore's MetroCenter plan. They provide the underpinnings for the substantial commercial, recreational, institutional, and residential redevelopment programmed for the next twenty years. □

—Anand Bhandari
Chief, MetroCenter Planning
Baltimore City Department of
Planning



7. & 8. Charles Center walkway system
9. & 10. Lexington Street Mall



notebook

The Ford Foundation recently announced eight grants totaling \$214,453 for local small-scale projects to promote open housing and strengthen racially mixed neighborhoods. Under this program, the Foundation invited local organizations concerned with housing issues to submit proposals. These projects sought to test new ways of eliminating racial barriers to housing in neighborhoods from which minorities have been excluded and of assuring that existing interracial communities remain attractive places in which to live. Some 64 groups responded with a variety of projects, half of them aimed at promoting open housing (better access to generally suburban area) and half at maintaining the long term balance of interracial neighborhoods.

Howard University, Wash., D.C., instituted an educational model curriculum in Real Estate and Housing Management for the 1976-77 academic year. The curriculum is the result of 2 years of collaboration between HUD and the Howard University School of Business and Public Administration. The third and final year of the planned project consists of Howard University's implementing the curriculum and giving technical assistance for its transfer to a number of selected institutions of higher learning throughout the United States.

Displaying an artist's rendering of his new Chinese restaurant in Detroit is Leong Show Wing, who will be moving from one urban renewal area to another in Elmwood Park, near East Jefferson and McDougall. First, second, and third generation members of the Wing family attended the groundbreaking last August. Arrangements to build the new restaurant came about through the efforts of the city's business relocation department.



Announcing the October 27-31 meeting of what was expected to be the largest gathering of preservation experts, the National Trust for Historic Preservation noted that preservation has vastly expanded during the last decade. "Historic preservation was once a professional field primarily associated with the restoration and admin-

istration of house museums and structures which represent and interpret a particular period in history." Preservation, according to the Trust, now embraces the concepts of city planning, the architectural re-use of sturdy old buildings which have outlived their original function and the design of new buildings—situated among the old—which retain the existing architectural character and scale of the urban setting involved. THE NATIONAL TRUST is the one national private organization chartered by the Congress to encourage public participation in the preservation of districts, sites, buildings, structures and objects significant in American history and culture.

The Reverend Henry M. Greene, Sr., (right) was congratulated by HUD Louisville, Ky., Area Director, Virgil G. Kinnaird (left), when he received the "Manager of the Year" award at the 1976 Annual Housing Management Seminar in Louisville. Mr. Greene manages the Artisha Jordan Garden Apartments in Louisville.



Researchers are questioning the long-held assumption that lead poisoning among small children is mainly caused by eating lead-based paint, according to the September issue of DIMENSIONS/NBS, the monthly news magazine of the Commerce Department's National Bureau of Standards. Although lead paint should still be considered a health hazard, DIMENSIONS/NBS reports that a survey in the Pittsburgh area conducted by NBS for HUD showed no correlation between the paint found in homes and blood lead levels. The study did reveal that children living in the oldest buildings, regardless of the kind of paint, had the highest concentration of lead in their systems. The reason is still unclear.

J. Robert Hunter, Jr., was recently appointed Administrator, Federal Insurance Administration. Mr. Hunter had served as Acting Administrator of FIA since December 1974 and as Chief Actuary since 1971.



international affairs

Right to Sunshine—A Private Asset in Japan

Hardly a week goes by in Japan without newspaper headlines reporting damage awards to plaintiffs deprived of their "right to sunshine" by public and private structures erected in recent years. Courts awarding compensation in such cases base their decisions on Article 709 of the Civil Code, which calls for compensation if the rights of one individual are violated by another. The same law is cited in damage suits involving noise, pollution and public nuisance allegations. In the last three months, major sunshine deprivation cases have been won by tenants against public and private building owners.

"With the number of vehicles in Japan passing the 30 million mark this year, traffic pollution...is being cited in an increasing number of class action suits against the government."

In June, Tokyo District Court ordered the city government to pay the equivalent of \$6,700 to four residents deprived of sunshine by a municipal building. The plaintiffs claimed that a 9-story municipal building erected in 1969 blocked their sunshine. The suit called for \$110,000 in damages. In making the award, the presiding judge stated that the right to sunshine should not be infringed upon.

In a related development, the Tokyo Expressway Public Corporation (TEPC) agreed in September to pay an average of \$2,100 to 46 households along expressway No. 5 in the Itabashi section of Tokyo that have been deprived of sunlight by the elevated highway. The award, which is 23 percent higher than the previous figure agreed to by a government negotiating committee, is expected to lead to claims by thousands of families throughout Japan that have been deprived of sunlight by elevated highways and railroad lines. The right to sunshine apparently does not apply to tenants only. In October, the Nagoya

District Court ordered a real estate firm to pay the equivalent of \$4,500 to 43 kindergarten children as compensation for reduced sunlight at their preschool institution. A 4-story apartment house completed in November 1973 reduced sunlight for the school grounds and buildings. The plaintiffs argued that children who spend 7 hours a day at the preschool institute become susceptible to colds and poor mental health. The presiding judge said that the building owners had failed to take proper precautions against depriving the neighboring school and its grounds of the sunshine essential to the well-being of the children.

Most pollution damage cases, however, are settled out of court. According to the annual report of Japan's Environmental Dispute Coordination Commission, local public entities settled 77 percent of the approximately 100,000 pollution complaint cases last year. Prefectural committees settled 22 of 41 pending cases, and the Commission itself, highest of the three bodies, handled 93 cases of environmental strife, of which 23 were settled.

Japan's Article 709 covers a multitude of environmental sins other than the violation of solar rights. With the number of vehicles in Japan passing the 30 million mark this year, traffic pollution (highway noise, vibration and exhaust fumes) is being cited by plaintiffs in an increasing number of class action suits against the government. The Kobe District Court is currently considering a suit filed against the government and Hanshin Superhighway Corporation by a group of 152 residents who live along two speedways, one of them a 10-lane super expressway in the Kobe area. The suit seeks noise and pollution damage payments and alleges that about 180,000 vehicles, most of them trucks, travel the two highways daily, causing mental and physical harm to residents and damaging houses along the way. Traffic along the speedways is said to violate national noise and pollution norms. Each of the plaintiffs seeks the equivalent of \$7,000 in damage payments, in addition to a monthly payment of \$100 until the standards are met and \$66 a month thereafter.

The class action claims that the noise, vibration and fumes constitute encroachments on the residents' human and property rights. Besides damages and adherence to national standards, the suit seeks an injunction against the planned extension of the Kobe-Nishinomiya speedway. It marks the first time that a national highway has become a court issue in Japan.

In the United States, only a few jurisdictions currently have statutory provisions that provide relief for environmental damage of the kind provided in Japan under Article 709 of the Civil Code. Though suits could be brought against offenders under traditional tort and property law doctrine, U.S. courts have tended to reject such claims.

—Council on International Urban Liaison

Dallas' Innovative Housing Program

by Marshall Kaplan

Recent housing rehab efforts undertaken by the City of Dallas in partnership with several local financial institutions have won national as well as local attention. As reported by the American Bankers Association, "numerous cities and financial groups around the country have sought information concerning the (Dallas) programs. Significantly, as editorialized by the Dallas Times Herald, they reflect... "a major step toward encouraging home improvements in older sections of the city..." and "will provide loan funds with a favorable interest rate for low- and moderate-income families desiring to improve their homes..."

Just what are the Dallas programs; how did they come to pass; and why have they received such favorable notice among public officials, legislators, and urbanists throughout the country? Do they offer a solution responsive to what many have viewed as an insolvable problem—the large scale rehabilitation of older housing in central cities?

Dallas—A Mini-Case Study

Simultaneous with HUD approval of the Dallas urban homestead application and the Department's subsequent commitment to give the city some 112 units for rehabilitation, the city and seven local financial institutions initiated discussions concerning the creation of a unique public/private rehab loan program. The program, according to Dick Wilson, Director of the city's Department of Housing and Urban Rehabilitation, would, if successful, provide "a source of loan funds to a neighborhood which had received almost none... in recent years..." While "we were very concerned about the cost of money to the urban homesteader, our primary objective was to improve the flow of funds... to get money for housing units into deteriorating but potentially sound areas."

After extended discussion, negotiators reached unanimous agreement on the program. The prototype program promised a sizeable loan pool for the homesteading area and homesteading households, and also offered loan recipients rehab money at interest rates well under those available in the conventional market. In addition:

(1) The City of Dallas, using HUD Community Development funds, agreed to earmark one dollar of CD funds for every \$7.5 of loan funds provided by financial institutions. City monies would be set aside in an escrow account to partially indemnify financial institution loans.

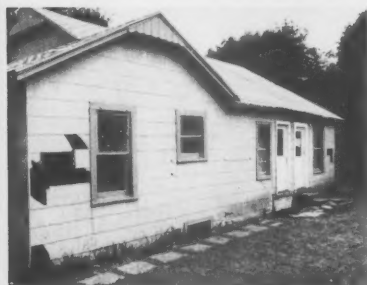
(2) The involved financial institutions would make loans of up to \$10,000 for 10 years, at interest rates not to exceed two points over prime. (The average conventional rehab loan in Dallas is now approximately 6 or 7 points over prime.)

(3) Loans would be directed at low- and moderate-income households.

(4) One of the involved institutions would service all the loans; the others would buy participations once the loan volume exceeded a stated dollar volume.

(5) The city would provide technical assistance to the homesteader; inspect work in progress and sign off





1. Urban homesteaders closing a home purchase
2. Briefing session on the rehabilitation loan program
- 3, 4. Homes to be rehabilitated through the program

on its satisfactory completion. The city would also initiate code enforcement activities, sensitive to the needs of the low-income households in the area... and engage in a wide range of neighborhood revitalization efforts; (e.g., demolition of vacant units; improved services, etc.)

Given the agreement on these principals, the city set aside \$66,667 and the banks made a commitment

to lend up to \$500,000. As John Stuart, Executive Vice President of the Republic National Bank, indicated when formally signing the contract, "This was a significant first step... we and the city will learn from the experience and hopefully move fast to extend the pilot to broader areas of the city."

Early Success

While initial homesteading loan activities were not completely free of the expected normal problems of any new program it was very early marked with success. As a result, a second similar effort was recently initiated in another area of the city—East Dallas—with a different set of financial institutions. This time the city set aside \$133,334 of CD funds in escrow, and \$1,000,000 in the involved banks and savings and loans. Significantly, unlike the homesteading program, where the private institutions have essentially a first lien position, in the new area, the participating institutions will often assume a position subordinate to existing mortgages.

City Wide Program Planned

The positive environment surrounding institution of the two pilot projects combined with local awareness that the aging and deteriorating housing stock of the inner city required immediate attention, led the city council to allocate \$1,000,000 of

second-year CD funds for rehabilitation. City Manager George Schrader indicated that monies would be used, as in the homesteading and East Dallas efforts, to attract private funds.

A citywide program is now being discussed and should be announced shortly. It will follow the guidelines worked out in the homesteading and East Dallas efforts and will, it is hoped, generate \$7,500,000 in loans. One new addition will probably be added—interest earned by the city's indemnification fund may be used to further subsidize the interest charged to low-income households, thereby further extending the already favorable terms of the loans.

The Dallas Formula

The formula worked out in Dallas has won increased local and national attention. Irving Statman, Deputy Director of HUD's Area Office, applauds the Dallas "innovative use of the CD program to secure private funds," and applauds the city's approach. Similar programs are now being worked out in Galveston and Port Arthur, Texas. Inquiries have been made by Congressmen and on behalf of cities in several States. The popularity of the approach is attributed to its simplicity, its fairness, and its flexibility. For example, the Dallas program creates no new bureaucracy, or no new paperwork. Further, it reflects legitimate private sector concerns, while securing visible and heretofore absent private sector commitments. Finally, it offers sufficient opportunities to respond easily to different local situations. For example, variations in the leverage ratio and use of interest earned off the escrow fund permit cities to develop loan terms reflective of different local situations. □

*Mr. Kaplan is a principal in the firm of Marshall Kaplan, Gans and Kahn, Dallas, Texas. He has been and is now housing advisor to the city of Dallas. He recently co-authored with Dr. Bernard Frieden, *The Politics of Neglect, Urban Aid for Model Cities to Revenue Sharing* (MIT Press 1975).*



Consumer Manuals for Mobile Home Dwellers

Bill and Bonnie Snopko awoke at 3 a.m. one Tuesday night to the screaming sound of the smoke detector in the hallway of their mobile home. Grabbing their 3-year-old daughter, they easily unlatched and opened a specially designed "egress" window in their daughter's bedroom and escaped through the window from their burning residence rather than risk a run through the smoke filled corridor to the front door.

Shelley and Rick Kappeler, just back from their honeymoon, were getting settled into the new mobile home they had just purchased when they received a certified letter from Boxey Homes, Inc., the manufacturer of their home. The letter stated that a serious defect in the water heater was recently discovered in the make of home that they purchased and that the manufacturer would repair the problem at no expense to them within 10 days. The few apprehensions they had about the safety of living in a mobile home quickly faded and they felt good about the responsible actions and concerns of Boxey Homes.

"Manuals will describe Protection offered by the Federal Mobile Home Construction and Safety Standards and the remedies consumers have under the Federal Mobile Home Act."

Judy Mason heeded the advice printed in the manual that came with her home when a pipe broke, spewing water all over the kitchen of her mobile home. She ran to the main shut-off valve just outside and turned it clockwise thereby shutting off the water. Judy followed the manual's recommendation about having the valve installed at the time her mobile home was delivered and hooked up to a water supply.

These crises and how the Snopkos, Kappelers, and Masons dealt with them did not actually happen but could very well happen in the near future. Having the knowledge and advice about the maintenance and operation of systems in their mobile homes, consumers can feel safer and more comfortable living in their increasingly popular type of residence.

HUD's Mobile Home Standards Division within the Office of Consumer Affairs and Regulatory Functions has recently issued final regulations concerning the publica-

tion and distribution of a "Mobile Home Consumer Manual" by mobile home manufacturers. The publications will satisfy one intent of the Mobile Home Act*—to identify and explain purchasers' responsibility for the operation, maintenance and repair of their mobile homes. They will also offer useful information and suggestions.

Purchasers should look forward to finding a consumer manual whose contents satisfy Federal guidelines covering all mobile homes built after March 31, 1977. Some mobile home manufacturers have been providing new home purchasers with some form of consumer booklet, especially in recent years. Now, HUD guidelines will assure mobile home purchasers of getting critical information that concerned homeowners should have.

A noteworthy aspect of the regulations promulgated by one of HUD's regulatory organizations is the heavy reliance placed on the good faith of manufacturers: HUD does not plan to give prior review and approval to any manufacturer's manual.

Manuals will describe protection offered by the Federal Mobile Home Construction and Safety Standards and the remedies consumers have under the Federal Mobile Home Act. They will also discuss limitations of the standards and remedies; for example, the Federal program does not cover items such as furniture, carpeting, or paint. Consumers will be advised on how to get problems resolved effectively. They will also learn if there is a special agency in their State that assists in the administration of the Federal mobile home program. They should better understand, just as the Kappelers did, how resolution of one consumer's legitimate complaint will alert manufacturers to investigating the possible existence of the same problem in similar mobile homes.

Manufacturers will explain in clear and understandable language what protections are provided by various warranties that come with the home. Recommended procedures for "setting up" the unit will be provided. There will be discussion of fire and wind safety and safe operation of the home's electric, plumbing, and heating systems. The manuals will advise owners to consider obtaining adequate and appropriate insurance.

Thus, when the Weiners' dishwasher fails to operate in their new mobile home, rather than looking up categories of lawyers in the phone book, they will reach for their consumer manual and look up warranties.

* National Mobile Home Construction and Safety Standards Act of 1974 (Title VI of the 1974 Housing Act)

*—Tobias A. Gottesman
Program Analyst
Mobile Home Standards
Division
HUD Office of Consumer Affairs
and Regulatory Functions*

lines & numbers



Finances of the 48 Largest Cities 1970-1975

The 48 largest city governments in the United States received \$31.2 billion from all revenue sources in fiscal 1975, an 80 percent increase over fiscal 1970. Expenditures totaled \$25.7 billion in 1975, for a 42 percent increase over the 5-year period. General revenue, which excluded utility, liquor store, and employee-retirement amounts, was \$26.9 billion in 1975, an 85 percent increase compared to 1970. City governments are receiving an increasing proportion of their general revenue from Federal and State grants and shared revenues. Over the 5-year period, intergovernmental revenue for the 48 cities increased by 134 percent so that by 1975 these payments accounted for nearly 40 percent of the total. For the 10 largest cities, the proportion of intergovernmental revenue to total revenue was 41 percent.

This situation has evidently taken some of the pressure off property taxes which dropped from one-fourth to less than one-fifth of the total revenue receipts.

General expenditures (spending other than for utility, liquor store, and employee-retirement) rose from \$18.0 billion in 1970 to \$25.7 billion in 1975, a 42 percent increase. Education, police and fire protection, public welfare and health activities continue to account for nearly half of all expenditures. Environmental concerns prompted the doubling of expenditures for sewerage and sanitation over the 5-year period.

Indebtedness of the 48 cities totaled nearly \$34 billion, up 54 percent from 1970. Short-term debt increased rather significantly, 124 percent, reflecting such crisis situations as those in New York City and other large cities. This type of debt consists of interest-bearing debt payable within one year from date of issue.

Selected Finances of the 48 Largest Cities: 1970-1975 (Dollars in Thousands)

	1975	% of Total	1970	% of Total	% Change 1970-1975
Revenue from All Sources	\$31,217,625	100	\$17,319,371	100	80
General Revenue	26,922,405	87	14,581,238	84	85
Federal and State aid	12,036,478	39	5,139,560	30	134
Revenue from own sources	14,885,927	48	9,441,678	54	58
Property taxes	5,942,910	19	4,355,231	25	51
Other Revenue	4,295,220	13	2,738,133	16	57
Total General Expenditure	\$25,683,213	100	\$18,030,273	100	42
Education	4,295,457	17	2,727,076	15	58
Police and fire protection	3,636,726	14	2,351,402	13	55
Public welfare	3,604,150	14	2,044,166	11	76
Hospitals and health	2,580,733	10	1,389,114	8	86
Highways	1,169,193	5	825,328	5	42
Sewerage and sanitation	2,000,650	8	990,319	5	102
Other	8,396,304	32	7,702,868	43	9
Debt Outstanding	\$33,959,866	100	\$22,125,555	100	54
Long-term	27,180,229	80	19,096,261	86	42
Short-term	6,779,637	20	3,029,294	14	124

Federal and State Aid to Cities: 1970-1975 (Dollars in Millions)

	Total Revenue		Federal and State Aid		Federal and State Aid as % of Total Revenue	
	1975	1970	1975	1970	1975	1970
All Municipalities	\$59,744	\$32,704	\$19,648	\$7,906	33	24
Forty-eight largest cities	31,218	17,319	12,036	5,140	39	30
Ten largest cities	21,099	11,541	8,670	3,797	41	33

Source: City Government Finances, Bureau of the Census.

—Prepared by Robert Ryan
HUD Office of Management Information

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